

# A New Framework for Adult Education

## May 2007

Kentucky Adult Education's core business is to raise the educational levels of eligible adults by providing academic instruction that leads to strong literacy skills and GED attainment, which are the gateways to postsecondary education and highly skilled employment.

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## Dear Colleagues

Kentucky Adult Education is entering a new and exciting phase in our shared mission of raising the educational attainment levels of the Commonwealth's adults. Central to "A New Framework for Adult Education" is a greater focus on our core business of helping adults gain the academic skills they need for postsecondary education and highly skilled jobs.

This framework includes more emphasis on quality student outcomes, more flexibility in providing adult education services, lower enrollment goals, a revised funding formula and new opportunities for programs to earn performance funding. One of the most exciting parts of introducing this new framework to the field is that it's what you have been requesting for some time. We listened and we responded!

Over the past year, we have engaged providers in conversations in many ways – regional meetings, focus groups, informal conversations, e-mails and the KYAE Advisory Committee. Taking into consideration feedback from these discussions, KYAE staff developed a New Framework for Adult Education, which is articulated in sections on Data, Core Services Grant Funding, Compelling Reasons for Change, Enrollment Goals, Performance Funding and Core Services.

We are very much aware that this new framework may necessitate changes in your program design, service delivery and staffing needs. To give you time to think through adjustments that will make the students in your program successful, 2007-08 will be a transitional year. There will be no sanctions for not meeting enrollment goals or performance during this transitional year.

This will also be a transitional year for KYAE as our next steps are to revise the accountability policy, or tiers, to reflect our new goals and directions; continue developing and strengthening the Program Support Team to work with you; develop a Curriculum and Instruction Unit; redesign AERIN; and provide professional development in these areas.

We truly appreciate all the provider comments we've had over the past year and the hard work that KYAE staff members have put into this effort. We have re-energized the partnership between local adult educators and KYAE and together are poised to become ever more strong and effective.

Sincerely,

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## Literacy Survey

Since 2000, KYAE has used the 1997 literacy survey and U.S. Census data to determine county funding and enrollment goals.

- As previously communicated to adult educators, KYAE had planned to use finalized 2003 literacy survey county data along with updated U.S. Census information as the basis for county funding and enrollment goals.
- Adult educators were notified that with conversion to new data, funding levels could shift as a natural consequence of adopting updated information.
- KYAE received the preliminary state literacy data in December 2005 and expected the county data in spring 2006.

In early 2007, KYAE received the comprehensive state literacy survey report and county data. While the state report has a great deal of very useful information, unfortunately, the county-level data are not reliable enough to use for setting funding and enrollment goals. There are several reasons:

- At the county level, the credible intervals are too broad to use with confidence.
- The new survey provides county percentages for one literacy level (Below Basic); the old provided county-level data for Literacy Levels 1 and 2 and a combined Levels 3, 4 and 5.
- The new survey has four literacy levels; the old survey had five levels and the adult education population could be clearly defined as the two lowest levels. There is no crosswalk from the old survey to the new one, so it's impossible to clearly identify the pertinent adult education target population.
- Because of new definitions and levels, the new and old survey data are not comparable; therefore, progress cannot be determined.

## Census

After much deliberation and consideration, KYAE has adopted U.S. Census data as the basis for determining county enrollment goals and core services grant funding beginning in 2007-08.

- Specifically, KYAE will use 2000 U.S. Census county-level data, 18 years and older without a high school credential data set.
- The population of 18 years and older will be used because most 16 and 17 year olds are or should be in high school.
- Reasons for using census data rather than literacy data:
  - o Census data have a high degree of credibility and are the basis for many government programs.
  - o Census data are regularly updated with no cost to KYAE.
  - o The data are valid at national, state and county levels.
  - o The data are comparable across the state and nation.
  - o Census data are comparable across years; therefore, tracking progress is possible.

## Core Services Grant Funding

Starting in 2007-08, the core services grant integrates funding for adult literacy, adult basic education, GED preparation/adult secondary education, family literacy, English as a second language, corrections education and workplace education into one single county allocation. (For definitions, see pages 8-11.)

- KYAE is basing funding on the 2000 U.S. Census county-level data, 18 years and older without a high school credential; previously, funding was based on the 1997 U.S. Census and Kentucky Adult Literacy Survey, Levels 1 and 2.
- An additional \$2 million appropriated in the 2006 session of the General Assembly has been infused into the 2007-08 formula.
- Minimum county funding has been increased to \$60,000. Three counties are at this funding level.
- Workforce Alliance and EL/Civics funding remain separate grants.

Due to the natural consequences of converting to a new data set, 31 counties have lower formula funding levels. KYAE will implement a three-year phase-in for these 31 counties so that all counties will be in formula funding by 2010-11.

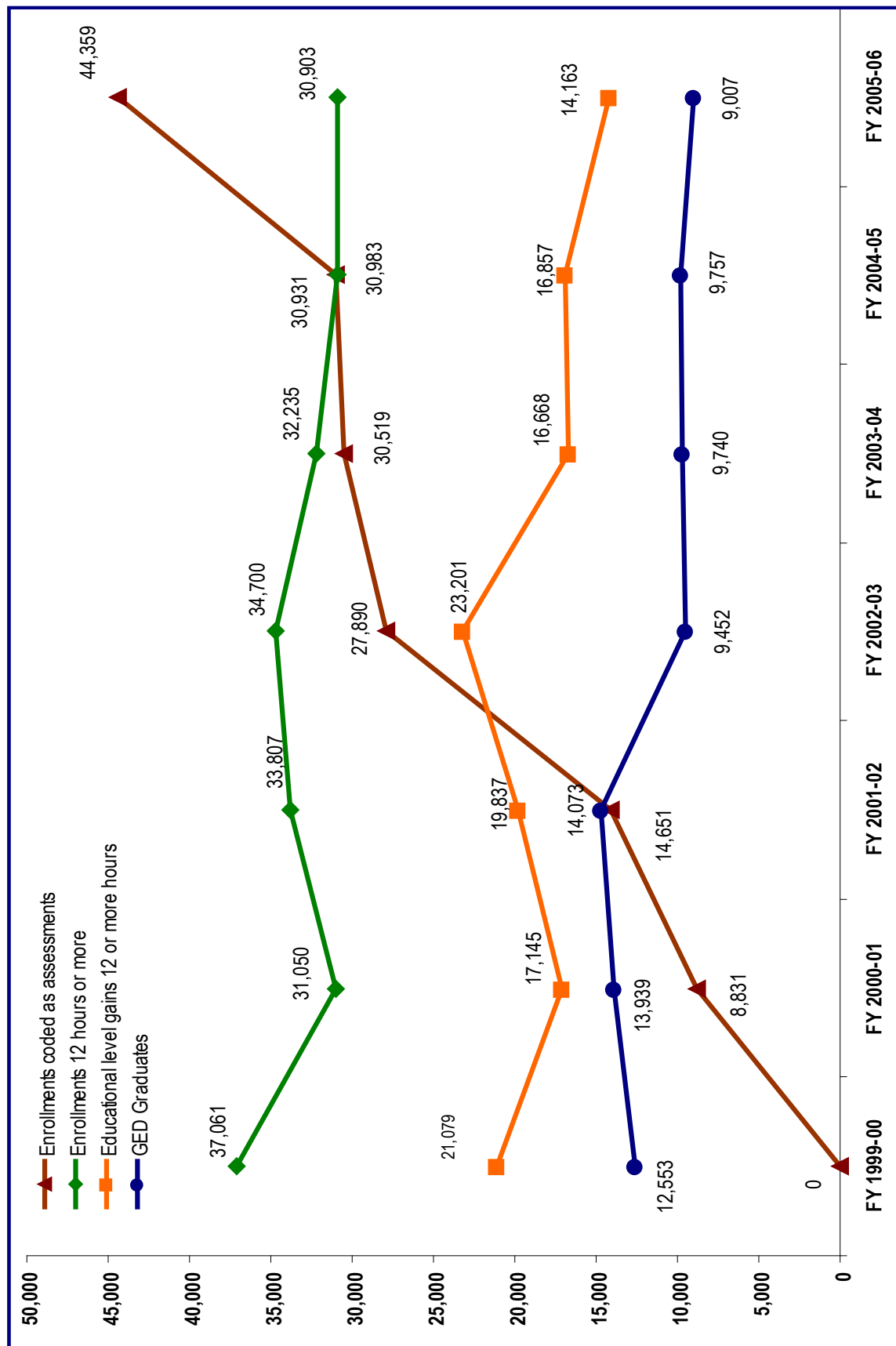
- Funding used for the three-year phase-in will not be deducted from the formula pool; therefore, other counties' funding levels are not affected.
- The phase-in of formula funding allows programs to reduce staff through attrition. It also allows programs to identify efficiencies and to work with program support staff to adjust their program design.
- KYAE will submit a request for additional funding to raise allocations for all counties, thereby mitigating the effect on these 31 counties.

### New budget line item

KYAE will include a new line item in the budget to allow programs to use up to 0.5 percent of their core services grant for GED ceremonies and refreshments for student activities.

## Compelling Reasons for Change

# Adult Education Data Analysis FY 1999-00 to FY 2005-06



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## Compelling Reasons for Change (Bullets in color below correspond to chart on page 4.)

### Average attendance hours for adults enrolled 12 or more hours

- Kentucky's average attendance hours for FY 2004-05 was 53; national average was 114.
- Kentucky's average attendance hours for FY 2005-06 was 49; national average was 113.

### Educational level gains for adults enrolled 12 or more hours

- Kentucky had a 33% decline in educational level gains from FY 1999-00 to FY2005-06.
- In FY 2005-06, 45% or 14,163 adults enrolled 12 or more hours made an educational level gain.
- In FY 2005-06, 59% or 18,240 adults enrolled 12 or more hours were pre- and post-tested.

### GED

- As a measure of success in Kentucky, the 924,063 population 18 and older without a high school diploma/GED from the 1990 U.S. Census decreased by 15% to 785,651 according to the 2000 U.S. Census.
- According to the 2000 U.S. Census, Kentucky ranks 49th in the nation in the percentage of adults 18 and older without a high school diploma or GED.
- There was a 28% decline in GED graduates from FY 1999-00 to FY 2005-06.
- The state GED goal for FY 2005-06 was 10,040; KYAE missed reaching the state GED goal by 1,033 GED graduates.
- The state GED goal for FY 2006-07 is 10,331 and for FY 2007-08 is 10,631.

### Transitions of GED graduates to postsecondary education

- There was a slight decrease in the state transitions rate from FY 2004-05 to FY 2005-06, from 22% to 21%.
- The state transitions goal for FY 2005-06 was 22%; KYAE missed reaching the state transitions goal by 1%.
- The state transitions goal for FY 2006-07 is 23% and for FY 2007-08 is 24%.

### Enrollment

- In FY 1999-00, 72% of all enrollments (51,177) were 12 or more hours (37,061).
- In FY 2005-06, 24% of all enrollments (126,548) were 12 or more hours (30,903).
- There was a 402% increase in enrollments coded as assessments from FY 2000-01 to FY 2005-06. Of all enrollment types, assessments had the largest growth from FY 2000-01 to FY2005-06.
- Kentucky experienced a 43% increase in enrollments coded as assessments from FY 2004-05 to FY 2005-06.
- Kentucky experienced a 15% decrease in English as a Second Language enrollments from FY 2001-02 to FY2005-06.
- Kentucky experienced a 6% decrease in Family Literacy enrollments from FY 2004-05 to FY 2005-06.
- Kentucky had a 17% decline in enrollments 12 or more hours from FY 1999-00 (37,061) to FY 2005-06 (30,903).
- Enrollment growth of 61% (from 51,177 to 82,189) occurred from FY 1999-00 to FY 2005-06, excluding enrollments coded as assessments.



## Enrollment Goals

Beginning in 2007-08, KYAE is basing enrollment goals on the 2000 U.S. Census county-level data, 18 years and older without a high school credential; previously, goals were based on the 1997 U.S. Census and Kentucky Adult Literacy Survey, Levels 1 and 2.

- The 2007-08 statewide enrollment goal is 70,000 students. To determine the county enrollment goals, this total was distributed across counties according to their share of the total state population and their percentage of residents without a high school credential.
- The 2007-08 year is a transitional year, and there will be no sanctions for not meeting enrollment goals or performance measures during the transitional year.
- Some student activities that were previously counted in the enrollment goal will no longer count. Others that haven't counted in the past will now count.

### Which enrollments count toward meeting the goal?

- Students assessed and enrolled in adult literacy, adult basic education, GED preparation/ adult secondary education, family literacy, English as a second language, workplace education funded through the core services grant, and corrections education count toward the county's enrollment goal.
- A student whose only service is taking the OPT counts toward the county's enrollment.
- A student receiving targeted instruction and taking the Kentucky Paraeducator Assessment counts toward the county's enrollment.

### Which enrollments do not count?

- Students enrolled in Workforce Alliance-funded projects do not count toward the county's enrollment goal.
- Students who are "workplace assessment only" do not count toward the county's enrollment goal. Workplace assessments may be provided through Workforce Alliance funding – see the Workplace Education section (page 9-11).

### What are the next steps?

- KYAE will revise the accountability policy, or tiers, to reflect new goals and directions.
- KYAE will conduct a competitive RFP for 2008-09 regardless of the reauthorization of the Workforce Investment Act.
- *In 2008-09, only students who have 12+ hours will count as an enrollment. Postponing this action to the 2008-09 year will allow programs to carefully think through issues such as program design, recruitment strategies, retention strategies and staffing needs.*



## Performance Funding

Beginning in 2007-08, Performance Funding consists of two parts – Program Performance Funding and Student Performance Funding.

- County programs may receive both Program Performance Funding and Student Performance Funding.
- County programs that are not eligible for Program Performance Funding may still qualify for Student Performance Funding for students achieving the outcomes described below.

### Program Performance Funding

- Program Performance Funding is nearly identical in definition to funding that has been known as “incentives.”
- As in the incentive funding policy, NRS performance indicators are used to determine Program Performance Funding. The indicators are:
  - Completing NRS educational levels (beginning literacy, beginning ABE, low intermediate ABE, high intermediate ABE, low adult secondary, ESL beginning literacy, ESL low beginning, ESL high beginning, ESL low intermediate, ESL high intermediate and ESL advanced)
  - Entering postsecondary education/training
  - Earning a GED
- Family literacy enrollment is no longer an indicator because family literacy does not have a separate enrollment goal.
- County programs must meet their enrollment goals and at least **70 percent** of NRS performance indicators to qualify for Program Performance Funding. As in the incentive policy, this means 70 percent of the levels or goals in which programs have students enrolled.
- The increase from 50 percent to 70 percent of NRS performance indicators as one of the gateways to performance funding reflects a new focus on quality and student outcomes.

### Student Performance Funding

- Student Performance Funding provides a new opportunity for programs to increase their funding through specific student outcomes.
- Programs will be able to earn Student Performance Funding for the following:
  - Each GED attainment.
  - Each family literacy student making a learning gain or earning a GED and meeting an average of four PACT hours (two facilitated and two unfacilitated) and two parenting hours per month while enrolled in family literacy.
  - Students making multiple level gains.
  - Each GED graduate transitioning to postsecondary education.
  - Each Kentucky Employability Certificate (KEC) and Kentucky Manufacturing Skill Standards (KMSS) certificate attainment.

## Core Services

KYAE core services are defined as adult literacy services, adult basic education, GED preparation/adult secondary education, English as a second language instruction, family literacy, corrections education and workplace education. Major policy changes have been made in family literacy, corrections and workplace education, all of which are addressed below. Also included in this section are descriptions of core services for which there are no policy changes.

**Adult Literacy** – A program of instruction designed for adults who have minimal or no skills in reading, writing, speaking, problem solving or computation.

**Adult Basic Education** – A program of instruction designed for adults who lack competence in reading, writing, speaking, problem solving or computation at a level necessary to function in society, in the workforce or in the family.

**GED Preparation/Adult Secondary Education** – A program of instruction designed for adults who have some literacy skills and can function in everyday life but who are not proficient in reading, writing, speaking, problem solving or computation or do not have a high school credential. Students with a high school credential may be served in core services if they score 11.9 or below on the TABE.

**English as a Second Language** – A program of instruction designed to help adults with limited English proficiency achieve competence in the English language.

**Family Literacy** – A program designed to break the intergenerational cycle of undereducation by providing opportunities for parents and their children to learn simultaneously in adult education, PACT, parenting and children's education.

Beginning in the 2007-08 fiscal year, family literacy is an optional service. Family literacy funds are integrated in the core services grant, and no county will lose funding based on a decision not to continue providing family literacy.

- Counties are asked to indicate during the 2007-08 grant continuation process if they plan to continue providing family literacy. Those electing not to continue offering family literacy are required to submit a new scope of work to explain how they are reprogramming their budget and staffing to achieve other student outcomes.

Family literacy policy changes allow programs to have great flexibility in how they design and offer family literacy. For example, programs may choose to operate a 12-month program, a summer program, or even a series of short, but intensive, family literacy classes. Before making a decision about the continuation of family literacy, programs should consider:

- Family literacy does not have a separate enrollment goal. Each family literacy student counts toward the county's enrollment goal.
- Family literacy students are included in Program Performance Funding and the new Student Performance Funding.
- Family literacy programs must be based on a four-component model – adult education, PACT, parenting and children's education.
- Family literacy students are expected to participate an average of four PACT hours (two facilitated and two unfacilitated) and two parenting hours per month while enrolled in family literacy.

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- Eligible family literacy participants include at least one child between the ages of birth and 18 years and at least one adult who is responsible for the child's well being and who is consistently an influence on the child's development. The adult student must meet the eligibility requirements for participation in adult education.
- The child education component is to be provided by other local educational agencies. Kentucky Adult Education funds may be used to provide the other three components. Facilities, programs and services shall comply with local, state and federal regulations for serving children.

KYAE and the Kentucky Institute for Family Literacy (KIFL) have worked together to redesign its partnership. Among KIFL's activities in support of family literacy for 2007-08 are:

- Developing various models for delivering the four components of family literacy with at least one addressing strategies for middle school to high school students and one addressing managed entry/exit.
- Developing a Family Literacy Handbook with specific strategies and best practices for implementing the models.
- Developing a DVD based on the handbook to demonstrate best practices for PACT and parenting.
- Revamping the Foundations of Family Literacy training to include the handbook and DVD best practices.
- Transitioning the responsibilities for technical assistance to KYAE's regional program support associates.

**Corrections Education** – A program of instruction in adult literacy, adult basic education, GED preparation/adult secondary education, and/or English as a second language for adult criminal offenders in correctional institutions. Beginning in 2007-08, the delivery of corrections education in full-service jails will be determined by local need as assessed by the county program in conjunction with the local jailer.

- Corrections education funding has been integrated into the core services grant; therefore, corrections education students will count toward the county's enrollment goal. There is no separate corrections education goal.
- Corrections education students count toward Program Performance Funding and Student Performance Funding.
- Corrections expenditures are reported as a line item on invoices to KYAE.

The 2007-08 grant continuation process will require counties with full-service jails to indicate if they will provide services at the local jail.

- If a county with a full-service jail elects not to provide corrections education and the local jailer wants adult education services in the jail, KYAE will broker services for that jail.
- The corrections education students will count toward the enrollment goal of the county providing services in the jail.

**Workplace Education** – A program designed to improve the productivity of the workforce through improvement of literacy and workplace essential skills needed in the workplace.

KYAE has developed three models for workplace education funded through the core services grant – Adult Education at the Workplace, Short-term Workplace Learning and Workplace Project Learning.

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### **Adult Education at the Workplace (*Workplace Education Model 1*)**

This model consists of providing usual and customary adult education services at a workplace site instead of the typical adult education center.

- All projects **must** include one of these required components:
  - o Academic instruction (reading, writing, mathematics or English as a second language)
  - o Instruction leading to GED attainment
  - o Instruction leading to the Kentucky Employability Certificate
  - o Instruction leading to the Kentucky Manufacturing Skill Standards certificate (academic components only)
- NRS-/KYAE-approved pre- and post-assessments are required to determine eligibility, inform instruction and assess progress.
- All students must be eligible for adult education services.
- All students must be entered in AERIN and will be in NRS educational levels.
- Students enrolled in Adult Education at the Workplace count in the enrollment goal and in Program and Student Performance Funding.

### **Short-term Workplace Learning, 6-11 hours (*Workplace Education Model 2*)**

### **Workplace Project Learning, 12-30 hours (*Workplace Education Model 3*)**

These two workplace learning models differ from Adult Education at the Workplace because the curriculum is customized to address specific employer needs. For example: Instead of comprehensive math instruction required for the GED, the curriculum might consist of teaching only fractions due to a specific workplace need.

- All projects **must** include one of these required components:
  - o Customized academic instruction (reading, writing, mathematics or English as a second language)
  - o Instruction leading to the Kentucky Employability Certificate
  - o Instruction leading to the Kentucky Manufacturing Skill Standards certificate (academic components only)
- Projects **may** also include one or more of these optional components:
  - o Communication
  - o Problem solving
  - o Critical thinking
  - o Team building
  - o Computer literacy (introduction to the computer, spreadsheets, word processing, e-mail, Internet)
- An NRS-/KYAE-approved pre-assessment is required to determine eligibility and inform instruction.
  - o At least 75 percent of the participating students must be eligible for adult education services as determined by an NRS-/KYAE-approved assessment. Only adult education-eligible students should be entered in AERIN.
- The program and employer/agency or partner must sign an agreement describing the project. The agreement and final class roster must be submitted to the regional program support associate.
- Students enrolled in Short-term Workplace Learning and Workplace Project Learning count toward the county's enrollment goal but not in Program or Student Performance Funding.
- *Beginning in 2008-09, workplace project learners with less than 12 hours will not count toward the county's enrollment goal.*

**Accommodating other employer workplace education requests**

The models described above do not include all workplace education projects that may be requested by employers. To accommodate employer requests and facilitate good local partnerships, providers may apply for Workforce Alliance grants for projects outlined below. KYAE is streamlining the process for applying for grants and will communicate this process to adult educators.

- Workplace assessments – Beginning in 2007-08, “workplace assessment onlys” do not count toward the county’s enrollment goal. If an employer requests an assessment for employees, providers may apply for a Workforce Alliance grant to fund the service.
- Computer literacy – Beginning in 2007-08, all stand-alone computer literacy classes must be funded through Workforce Alliance funds. Classes that integrate academics and computer literacy may be offered through the core services grant.
- Soft skills – Beginning in 2007-08, all stand-alone soft skills projects (communication, problem solving, critical thinking or team building) must be funded through Workforce Alliance funds.
- Less than 6 hours – Beginning in 2007-08, workplace projects less than 6 hours must be funded through Workforce Alliance funds.
- Other projects – Providers may continue to develop other workplace education projects, regardless of the number of hours in the project, and apply for Workforce Alliance funding.